

## Message Text

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ACTION NEA-10

INFO OCT-01 IO-11 ISO-00 SS-15 EB-07 SP-02 INR-07 /053 W

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R 091219Z FEB 76

FM AMEMBASSY AMMAN

TO SECSTATE WASHDC 6910

INFO AMEMBASSY ABU DHABI

AMEMBASSY BEIRUT

AMEMBASSY CAIRO

AMEMBASSY DAMASCUS

AMCONSUL JERUSALEM

AMEMBASSY JIDDA

AMEMBASSY KUWAIT

USMISSION USUN NEW YORK

C O N F I D E N T I A L AMMAN 0710

E.O. 11652: GDS

TAGS: UN, PFOR, EGEN , APER, JO

SUBJECT: ORGANIZING FOR MULTILATERAL DIPLOMACY

REF: STATE 029255

1. EMBASSY WELCOMES NEW ORGANIZATIONAL ARRANGEMENTS IN IO AND NEA TO DEAL WITH ISSUES OF MULTILATERAL DIPLOMACY. WE WILL CERTAINLY REDOUBLE OUR ALREADY STRONG EFFORTS TO SEE THAT GOJ PROPERLY UNDERSTANDS WHAT IS INVOLVED IN INCREASINGLY IMPORTANT AND COMPLEX MULTILATERAL ISSUES AND HOW OUR INTERESTS AND THEIRS ARE INVOLVED.

2. WITH EXCEPTION OF MIDDLE EAST QUESTIONS, JORDAN APPROACHES MULTINATIONAL ISSUES EITHER WITH PERPLEXITY ABOUT WHAT IS INVOLVED OR WITH NOTION THAT IT HAS NOT IMPORTANT DIRECT INTERESTS IN THE ISSUE OTHER THAN A COSMETIC ONE OF PROPER ALIGNMENT WITH THE ARAB AND OTHER COUNTRIES (IRAN) IMPORTANT TO IT. SUCH IS THE CASE, FOR EXAMPLE, REGARDING JORDAN'S POSITION ON COMPLEX ISSUES OF INTERNATIONAL MONETARY REFORM IN  
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THE FIRST INSTANCE AND IN THE SECOND ON KOREA RESOLU-

TIONS AT THE U.N.

3. IN THE FIRST TYPE OF CASES, WE CAN BE HELPFUL TO THE JORDANIANS AND, THUS, EFFECTIVE IN PURSUIT OF OUR OWN INTERESTS BY A TIMELY AND THOROUGH PRESENTATION TO THEM OF THE FACTS AND ISSUES INVOLVED. ON SECOND TYPE, IT IS IMPORTANT (AS REFTEL STATES WILL BE THE CASE) THAT WE APPROACH JORDANIANS IN CONTEXT OF OUR TOTAL RANGE OF COMPLEX BILATERAL CONSIDERATIONS, AND ESPECIALLY WITH A SENSE OF OUR PRIORITY OF INTERESTS HERE. WE WILL WANT TO WEIGH THE GAINS OF ACQUIRING JORDAN'S VOTE ON A MULTILATERAL ISSUE AGAINST THE DAMAGE WHICH THAT VOTE MIGHT DO TO JORDAN'S CREDENTIALS IN THE MIDDLE EAST AND, THUS, TO ITS EFFECTIVENESS AS A MODERATING INFLUENCE ON MIDDLE EAST ISSUES. OBVIOUSLY THE CHOICE IS MORE AGONIZING WHEN JORDAN'S VOTE MIGHT MAKE A DIFFERENCE, BUT WE SHOULD BE THOUGHTFUL AND CAREFUL ABOUT USING UP TOO MUCH POLITICAL CAPITAL HERE WHEN EVEN SOME TRADITIONAL FRIENDS WITH MORE DIRECT INTERESTS IN THE ISSUES THAN JORDAN HAS, DO NOT VOTE WITH US. MOREOVER, IN MAKING OUR DEMARCHES, WE WILL HAVE TO KEEP IN MIND THE SIGNIFICANCE OF STYLE IN OUR RELATIONS WITH A GOVERNMENT WHICH FOR ALL OUR IMPORTANCE TO IT, CAN REACT WITH EMOTIONAL BRAVADO WHEN IT THINKS ITS SOVEREIGNTY IS TAKEN FOR GRANTED.

4. WITH THOSE CONSIDERATIONS IN MIND, DEPARTMENT'S MULTILATERAL OFFICES CAN BE MOST HELPFUL TO EMBASSY BY SENDING US DETAILED BRIEFING MATERIALS ABOUT COMPLEX ISSUES WELL INADVANCE OF ANTICIPATED VOTING SO THAT WE CAN EDUCATE JORDAN OFFICIALS. ON ISSUES ABOUT WHICH GOJ ALREADY HAS GIVEN SOME THOUGHT AND IS INCLINED TO VOTE NOT AS WE WISH, WE NEED ARGUMENTATION TO DEMONSTRATE THAT THEIR SUPPORT OF OUR POSITION IS IMPORTANT TO GOJ IN OTHER THAN PUNITIVE TERMS OF AVOIDING DAMAGE TO OUR BILATERAL RELATIONS. WE NEED TO SHOW, FOR EXAMPLE, THE IMPORTANCE THE ISSUE HAS AS A PRECEDENT AFFECTING THE INTERESTS OF A COUNTRY WITH JORDAN'S CHARACTERISTICS, AS WE WERE ABLE TO DO IN THE KOREA CASE REGARDING THE PRINCIPLE OF INVOLVING ALL PARTIES

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TO A DISPUTE IN NEGOTIATIONS ABOUT IT -- A PRINCIPLE WHICH GOJ RELATED TO THE ARAB-ISRAELI ISSUE. WE ALSO WOULD FIND HELPFUL BEING KEPT INFORMED AS THE ISSUE PROCEEDS OF DEVELOPMENTS WHICH COULD AFFECT JORDAN'S POSITION, SUCH AS CHANGES IN THE VOTING POSITION OF COUNTRIES LIKE JORDAN AND THE REASONS THAT LED TO IT. NEEDLESS TO SAY, OUR OWN PERCEPTION IS AIDED BY KNOWLEDGE OF THE FRAMEWORK OF STRATEGY AND TACTICS THAT THE DEPARTMENT INTENDS TO

USE IN GARNERING SUPPORT ON MULTILATERAL ISSUES IN QUESTION. LAST YEAR SOME OF OUR REQUESTS FOR HELPFUL INFORMATION WENT UNANSWERED OR WERE ONLY ANSWERED AFTER IT WAS TOO LATE FOR OUR CONTACTS WITH JORDANIANS TO BE OF VALUE. WE HOPE THE NEW ORGANIZATIONAL ARRANGEMENTS WILL RECTIFY THIS PROBLEM. WE MUST ALSO HAVE TIMELY AND FREQUENT INFORMATION HERE ON OTHER ARAB POSITIONS ON THESE ISSUES AND ON WHAT EFFECTIVE REPRESENTATIONS WE ARE MAKING WITH THEM, IN ORDER TO MOVE GOJ ALONG A FAVORABLE COURSE.

5. FINALLY, WE BELIEVE WE SHOULD PURSUE A VIGOROUS EFFORT AT PERSONAL CONTACT AND PERSUASION AT USUN WITH INDIVIDUAL MEMBERS OF THE JORDANIAN DELEGATION AN PARTICULARLY THE PERM REP WHO IS INFLUENTIAL IN DETERMINING VOTING POSITIONS. WE UNDER STAND FROM FORMER JORDANIAN DELEGATES THAT THEY ALSO HAVE CONSIDERABLE LEEWAY, PARTICULARLY ON SOME ISSUES OF MINOR IMPORTANCE TO JORDAN. WE BELIEVE OUR EFFORTS AT THE UN WOULD REAP SIGNIFICANT DIVIDENDS.

6. EMBASSY'S MULTILATERAL DIPLOMACY OFFICER IS POLITICAL SECTION CHIEF, FSO-4 HOWARD K. WALKER. PICKERING

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